

**City of Greensboro Planning Department
Zoning Staff Report
August 14, 2006 Public Hearing**

The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.

Item: E

Location: South side of Interstate 40/85 between Youngs Mill & McConnell Road

Applicant: Windsor Development Group, LLC (Buddy Seymour)

Owner: Pierre and Carolyn Goria, Birmingham Place Communities, LLC, et al.

From: County RM-12-MH and City CD-HB & CD-LI

To: City CD-LI

- Conditions:**
- 1) Uses: All those uses permitted in the Corporate Park District will be permitted except the following: Accessory Uses and Structures: Recycling Collections Point; Other Uses: Automobile Parking; Christmas Tree Sales; Temporary Construction Offices, Construction Equipment Storage, Real Estate Sales or Rental Offices (the foregoing will be permitted with concurrent building permit for permanent building); Temporary Events, including but limited to: Arts and Crafts Shows; Carnivals and Fairs; Concerts, Stage Shows, Conventions, Trade Shows, Outdoor Religious Events; Other Accessory Uses and Structures: Junked Motor Vehicles; Transportation, Warehouse and Utilities: Land Clearing and Inert Debris Landfills, Minor.
 - 2) Any outside storage shall be screened from view from any public roads or residential areas.
 - 3) That within 800 feet from the southern margin of Interstate 40/85, all of the requirements of the Scenic Corridor Overlay District II shall be met.
 - 4) There will be no connector road between Land Road and Southall Road.
 - 5) There will be no access to Land Road from the CD-LI District.
 - 6) A landscaped, planted berm, having an average height of five (5) feet, will be incorporated into the planting yard along Land Road.
 - 7) At the end of Southall Road, there will be a natural and undisturbed buffer, except for installation of utilities, approximately 300 feet (300') wide, starting at the property line at Southall and Castilian Way to the creek and 100 feet (100') on the other side of the creek.
 - 8) The property owner will cause the existing billboard to be removed without cost to the City prior to the granting of a certificate of occupancy for the first building on the property.

SITE INFORMATION	
Maximum Developable Units	N/A
Net Density	N/A
Existing Land Use	Portion of Birmingham Place Mobile Home Park / Farmland & Single Family Dwelling
Acreage	128.32
Physical Characteristics	<i>Topography:</i> Gently Rolling <i>Vegetation:</i> Open Fields <i>Other:</i> N/A
Overlay Districts	N/A
Historic District/Resources	N/A
Generalized Future Land Use	Low Residential / Mixed Use Corporate Park
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	I-40/85	Co. AG
<i>South</i>	Rural Single Family Residential / Undeveloped	Co. AG & RS-40
<i>East</i>	Rural Single Family Residential / Portion of Birmingham Place Mobile Home Park	Co. RS-40 & RM-12-MH
<i>West</i>	Single Family Residential / Undeveloped	Co. RS-40 & City CD-RS-12

ZONING HISTORY		
Case #	Year	Request Summary
3320/3321	2005	A portion of this property was annexed and originally zoned on April 30, 2005. 100.7 acres was originally zoned CD-LI and 11.2 acres was originally zoned CD-HB.

DIFFERENCES BETWEEN RM-12-MH, CD-HB & CD-LI (EXISTING) AND CD-LI (PROPOSED) ZONING DISTRICTS	
RM-12-MH:	Primarily intended to accommodate multifamily uses at a density of 12.0 units per acre or less. A Manufactured Housing Overlay establishes regulations governing the development of manufactured housing on individual lots in certain areas.
CD-HB:	Primarily intended to accommodate retail, service, and distributive uses which are typically located along thoroughfares. The district is established to provide locations for establishments which cater primarily to passing motorists and require high visibility and good road access. Developments in this district generally have substantial front setbacks.
CD-LI:	Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which in their normal operations have little or no adverse effect upon adjoining properties.
CD-LI:	Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which in their normal operations have little or no adverse effect upon adjoining properties. See Conditions for use limitations and other restrictions.

TRANSPORTATION	
Street Classification	McConnell Road – Minor Thoroughfare, Land Road – Local Street, Hooting Hollow Road – Local Street.
Site Access	Access for this property is proposed via the public street proposed along the southern property line of the existing trailer park. This development is also proposing 2 commercial driveway accesses to McConnell Road. Left and right turn lanes are recommended for all access points. No access for this property is proposed either via Land Road or Hooting Hollow Road. All access points must meet City of Greensboro and NCDOT standards.
Traffic Counts	McConnell Road ADT = 3,900.
Trip Generation	24 Hour = 11,358, AM Peak Hour = 1,306, PM Peak Hour = 1,091.
Sidewalks	Sidewalks are a requirement of the Development Ordinance. 6' sidewalk with a 4' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side (at a minimum, collectors may require sidewalk on both sides) of all other street types.
Transit	No.
Traffic Impact Study	Yes, required per TIS Ordinance. Please reference the Executive Summary in the Additional Information section of this report for the recommended improvements for this development.
Street Connectivity	During the previous zoning process and plan review process it was determined that due to physical constraints the proposed public street just south of the existing trailer park property line will not connect through to Youngs Mill Road. It was determined that street connectivity between Youngs Mill Road and McConnell Road will occur further south of this property as development occurs.
Other	N/A.

ENVIRONMENTAL REVIEW	
Water Supply Watershed	Yes, site drains to Lake Mackintosh Watershed WS IV
Floodplains	N/A
Streams	2 perennial streams onsite. Perennial streams in this watershed require a 100' buffer on each side of the stream measured from top of bank for high density development. For low density development a 30' buffer on each side of the stream is required. No built upon area is allowed in the entire buffer.
Other	High density development: 24-70% of built upon area based on the site acreage. Low density development: 0-24% of built upon area based on the site acreage. If high density development is proposed all the built upon area must drain and get treated by a state approved BMP (pond or similar)

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	N/A
<i>South</i>	N/A
<i>East</i>	N/A
<i>West</i>	N/A

CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

Connections 2025 Written Policies:

Growth at the Fringe Goal: Provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

Economic Development Goal: Promote a healthy, diversified economy with a strong tax base and opportunities for employment, entrepreneurship and for-profit and non-profit economic development for all segments of the community, including under-served areas such as East Greensboro.

POLICY 7C: Ensure that city land use policies and regulations allow for an adequate supply of land to accommodate economic development.

POLICY 7C.1: Ensure that adequate land is zoned and has infrastructure available for the various stages of business development.

POLICY 9A.5: Continue to link City-initiated annexations and approvals of annexation petitions for water/sewer extension policies regarding designated growth areas.

Connections 2025 Map Policies:

The area requested for rezoning lies within the following map classifications:

Low Residential (3-5 d.u./acre): This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should generally maintain a gross density of no less than three dwellings per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact developments that include clustered, small lots with substantial retained open space are encouraged.

Mixed Use Corporate Park: This designation is intended for large tracts of undeveloped land near the City's fringe that are appropriate for well planned, larger scale business/employment parks with supporting uses such as retail, hotels, and residential. Primary uses such as office, flex office, technology research and development, light manufacturing, distribution, and assembly should be placed in a campus-like or "corporate park" setting with generous, linked open space to maximize value and to promote visual quality and compatibility with the surrounding area. Pedestrian-friendly features such as buildings placed near the street, sidewalks, and trails leading to nearby uses such as retail and housing should be encouraged.

Tier One (Current Growth Area): Where infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued annexation and consolidation of the City's development pattern shall be encouraged over the next ten years.

CONFORMITY WITH OTHER PLANS

The following aspects of relevant plans may be applicable in this case:

City Plans: N/A

Other Plans: Guilford County's Northeast Area Plan shows this property to be a combination of Residential (Single Family) for the southern portion and Office/Warehouse/Light Industrial for the northern portion adjacent to Interstate 40/85.

STAFF COMMENTS

Planning: The CD-LI conditions that were established in 2005 when this property was annexed are listed below:

- 1) All those uses permitted in the Corporate Park District will be permitted except:
Manufacturing and Industrial Uses:
 - Drugs
 - Electrical Components
 - Electrical Equipment
 - Food and Related Products, Miscellaneous
 - Furniture and Fixtures Assembly
 - Lighting and Wiring
Residential Uses:
 - Shelters, Emergency
Accessory Uses and Structures:

Recycling Collections Point

Other Uses:

Automotive Parking

Christmas Tree Sales

Temporary Construction Offices, Construction Equipment Storage, Real Estate Sales or Rental Offices (the foregoing will be permitted with concurrent building permit for permanent building)

Temporary Events, including but not limited to: Arts and Crafts Shows, Carnivals and Fairs, Concerts, Stage Shows, Conventions, Trade Shows, Outdoor

Religious Events

Other Accessory Uses and Structures:

Junked Motor Vehicles

Transportation, Warehouse and Utilities:

Land Clearing and Inert Debris Landfills, Minor

- 2) Any outside storage shall be screened from view from any public roads or residential areas.
- 3) That within 800 feet from the southern margin of Interstate 85-40, all of the requirements of the Scenic Corridor Overlay District II shall be met.
- 4) There will be no connector road between Land Road and Southall Road.
- 5) There will be no access to Land Road from the CD-LI District.
- 6) Traffic into the CD-LI District will be by a main road off McConnell Road. Hooting Hollow Road will be used only as needed to service the lots that front that road.
- 7) A landscaped, planted berm, having an average height of five feet (5') will be incorporated into the planting yard along Land Road.
- 8) At the end of Southall Road there will be a natural and undisturbed buffer, approximately 300 feet (300') wide, starting at the property line at Southall and Castilian Way to the creek and 100 feet (100') on the other side of the creek.
- 9) The property owner will cause the existing billboard to be removed without cost to the City prior to the granting of a certificate of occupancy for the first building on the property.

The main difference between this application and the conditions that were adopted in 2005 pertains to the six industrial uses listed above in Condition No. 1 which were initially prohibited but would be included as permitted uses under this application.

There are approximately 75 mobile homes in Birmingham Place Mobile Home Park. According to the developer, the mobile homes will be vacated and removed within approximately six months of the establishment of original zoning.

Water is not currently available to this site but an extension of a 12-inch water line within McConnell Road would serve this property. Sewer is not currently available but installation will include providing an 8-inch stub to the southwest corner of this property. Extension of water and sewer service is the developer's responsibility.

This property is in Tier One (Current Growth Area).

This proposal is consistent with the Mixed Use Corporate Park classification which is intended for large tracts of undeveloped land near the City's fringe that are appropriate for well planned, larger scale business/employment parks with supporting uses such as retail, hotels and residential. The original zoning is conditioned to meet Scenic Corridor Overlay District requirements within 800 feet of Interstate 40/85 and also provides that any outside storage must be screened from view from any public roads or residential areas. Both of these conditions help address the Mixed Use Corporate Park objective to promote visual quality and compatibility with

the surrounding area. This original zoning and rezoning request also meets a number of Connections 2025 Economic Development goals and policies as described above.

GDOT: No additional comments.

Water Resources: Possibility of wetlands. If any wetland disturbance and or stream crossing disturbance is proposed all the necessary approvals must be obtained from the State and the Corps of Engineers prior to any disturbance.

Channels that carry public water require a Drainage maintenance and utility easement.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval.

ADDITIONAL INFORMATION

EXECUTIVE SUMMARY

Project Background

The applicant proposes to develop approximately 145 acres between Youngs Mill Road and McConnell Road, just south of I-85/I-40. The rezoning request consists of 34 acres of residential development, 100 acres of light industrial development, and 10 acres of retail development. Full development is expected by 2009.

Access to the development is proposed via McConnell Road and Youngs Mill Road. The residential portion of the site would access Youngs Mill Road at Perth Place, while the light industrial portion would access McConnell Road south of the I-85/I-40 interchange. Two additional access drives on McConnell Road are proposed just south of the light industrial access road to serve the retail portions of the site.

The property is currently zoned AG and RS-40 within Guilford County. The applicant is proposing a rezoning to RS-15, CU-LI, and HB within the City of Greensboro to accommodate the proposed development. Two perennial streams cross through the middle of the site, and a pond identified as wetlands is located on the western portion of the site within the proposed residential area.

The adopted Greensboro Urban Area Thoroughfare Plan includes an extension of Youngs Mill Road northward from McConnell Road to Burlington Road (Hwy 70). Youngs Mill Road is classified as major thoroughfare, while McConnell Road is classified as a minor thoroughfare on the adopted plan.

Approved Off-Site

Two approved off-site projects were identified for consideration in this evaluation. These approved projects are the Shugart-McConnell Road development and the Centex Homes development. The Shugart-McConnell Road development is located just north of McConnell Road near the intersection of McConnell Road and Youngs Mill Road. The Centex Homes development is located just west of Youngs Mill Road at Perth Place directly opposite the residential portion of the proposed Gorla rezoning site.

Trip Generation

The rezoning request will likely result in approximately 90 single family homes, 100 acres of light industrial, and 10 acres of retail convenience-oriented development. Specific tenants have not been identified for the HB area of the rezoning request; therefore, a typical combination of HB-related land uses has been assumed for the purpose of projecting the trip generation potential. This combination of land uses includes a bank, convenience market, quick lube, and two fast food restaurants. The overall rezoning request is expected to generate 11,358 new daily trips. Table ES-1 below summarizes the trip generation calculations for the rezoning request.

TABLE ES-1: TRIP GENERATION for PROPOSED DEVELOPMENT

Land Use	Intensity		Daily	AM Peak Hour			PM Peak Hour		
				Tot	In	Out	Tot	In	Out
General Light Industrial	100.3	AC	4,498	753	625	128	486	107	379
Single-Family Detached	90	DU	944	72	18	54	97	61	36
Drive-in Bank	4,000	SF	986	49	27	22	183	92	91
Fast-Food Restaurant w/ Drive-Through Window	6,500	SF	3,225	345	176	169	225	117	108
Quick Lubrication Vehicle Shop	4	SP	160	12	8	4	23	13	10
Gasoline/Service Station with Convenience Market	10	FP	1,628	101	51	50	134	67	67
Internal Capture (Retail Only)			27	0	0	0	27	14	13
Pass-by Traffic (Retail Only)			56	26	13	13	30	15	15
Net New External Vehicle Trips			11,358	1,306	892	414	1,091	428	663

Intersection Analysis

This study provides analysis and comparison of peak-hour traffic operations for existing conditions, the design year without development (“no build”), and the design year with development (“build”). Level-of-service (LOS) analyses were conducted to determine operational characteristics for each scenario. Table ES-2 provides a summary of these analyses for intersections within the defined area of influence.

TABLE ES-2: LEVEL-OF-SERVICE SUMMARY TABLE

LOS (Delay in seconds)

Intersection	Existing Conditions		2010 No Build		2010 Build	
	AM	PM	AM	PM	AM	PM
I-40/I-85 EB Ramp & McConnell Road (unsignalized*)	A (9.5)	B (10.4)	B (11.2)	B (12.9)	D (29.1)	F (319.7) EB
I-40/I-85 WB Ramp & McConnell Road (signalized)	A (8.0)	A (9.9)	A (8.3)	B (10.3)	A (9.7)	B (11.1)
Perth Place & Youngs Mill Road (unsignalized*)	A (8.9)	A (9.2)	B (10.1)	B (10.5)	B (11.5)	B (12.8)
McConnell Road & Youngs Mill Road (unsignalized*)	B (10.8)	B (11.4)	C (20.6) NB	F (262.2) SB F (115.4) NB	F (65.2) NB	F (Err**) SB F (2515) NB
McConnell Road & Proposed Site Access Road (unsignalized*)	N/A	N/A	N/A	N/A	F (67.2)	F (251.2)
McConnell Road & Proposed Site Driveway #1 (unsignalized*)	N/A	N/A	N/A	N/A	C (17.0)	C (20.9)
McConnell Road & Proposed Site Driveway #2 (unsignalized*)	N/A	N/A	N/A	N/A	C (16.1)	B (14.3)

* Delay and LOS values for unsignalized intersections represent conditions for the critical minor street approach.

** Err: Volume exceeds capacity.

At the unsignalized intersection of I-40/I-85 EB Ramp and McConnell Road, the eastbound left-through movement (off-ramp) is expected to operate with long delays during the PM peak hour under 2010 Build conditions. It is typical for side streets at unsignalized intersections to operate with long delays during peak periods due to side street left-turning traffic. Improving the intersection with signalization would result in LOS B and LOS A overall operations during the AM and PM peaks, respectively, under 2010 Build conditions, as shown in Table ES-3 below.

At the unsignalized McConnell Road/Youngs Mill Road intersection, the northbound approach delay worsens to LOS F, and the planned southbound leg of the intersection (Youngs Mill Road extension associated with the Shugart-McConnell Road development) is expected to operate with long delays under background traffic conditions during the PM peak. The addition of site traffic to the network contributes to further delay for the stop-controlled movements. Improving the intersection with signalization would result in LOS A overall operations during both the AM and PM peaks under 2010 No Build and Build conditions, as shown in Table ES-3 below.

At the proposed site access road intersection with McConnell Road, long delays are expected for the stop-controlled eastbound movement during both peaks. This is primarily due to the projected number of left-turning movements out of the site, and is a typical peak-hour condition for minor street approaches of unsignalized intersections. During the PM peak-hour, the number of left turns out of the site is projected to be 350 vehicles, which rivals that of the through approaches on McConnell Road.

TABLE ES-3: LEVEL-OF-SERVICE SUMMARY TABLE with IMPROVEMENTS
LOS (Delay in seconds)

Intersection	2010 No Build with Improvements		2010 Build with Improvements	
	AM	PM	AM	PM
I-40/I-85 EB Ramp & McConnell Road	B (11.2)*	B (12.9)*	B (14.2)	A (8.6)
McConnell Road & Youngs Mill Road	A (7.4)	A (7.8)	A (8.5)	A (8.5)

**no improvements considered for no build*

Recommendations

Based on the results of the 2010 analyses, three unsignalized intersections in the study area have been identified with long side street delays in one or more periods.

A traffic signal may be needed in the future at the intersection of I-40/I-85 EB Ramp and McConnell Road as McConnell Road traffic and left-turning traffic from the ramp continue to grow. The WB Ramp is currently signalized, and signalization of the EB Ramp may be expected in the future. Considering the addition of projected site traffic to the unsignalized intersection, the PM peak is critical with long delays expected for left-turning traffic movements from the ramp. However, the AM peak eastbound left-turning movement is expected to operate with moderate delay under build conditions.

It appears that signalization at the McConnell Road/Youngs Mill Road intersection may be needed in conjunction with general background traffic growth and the Shugart-McConnell Road development, which involves the extension of Youngs Mill Road northward creating a fourth (southbound Youngs Mill Road) leg at the intersection.

Signalization should be considered for the proposed access road intersection with McConnell Road, but this decision should be based on actual traffic volumes exiting from the development. Based on the Greensboro Department of Transportation Driveway Manual it is recommended however that at this intersection, exclusive left and right turns lanes into the proposed access road should be added. The storage length for the exclusive left turn lane should be 100 feet and the storage length for the exclusive right turn lane should be 500 feet.

It is recommended that a traffic signal warrant study be conducted when a specific site plan is submitted for the proposed development site to determine the traffic control needs at each of these locations. In addition, it is recommended that the City of Greensboro Department of Transportation (GDOT) monitor these intersections as traffic volumes increase. Additional treatments (i.e. turn lanes) should be considered at the site access points once a specific site plan is submitted.